

The year 2010 stage of the County land use plan envisions substantial increases in urban land uses in the County. Thus, total urban land use would increase by about 59 square miles, or 40 percent, from 148 square miles in 1990 to about 207 square miles by the year 2010. The incremental urban land between 1990 and 2010 would include about 43 square miles of urban residential land, about seven square miles of commercial and industrial land combined, and about nine square miles of other urban lands.

Under the plan, the resident population of the County would increase from about 305,000 persons in 1990 to about 385,000 persons by the year 2010, an increase of about 80,000 persons, or about 26 percent. The number of households would increase from about 106,000 in 1990 to about 143,000 by the year 2010, an increase of about 37,000 households, or about 35 percent. Total employment would increase from about 172,000 jobs in 1990 to about 249,000 jobs by the year 2010, an increase of about 77,000 jobs, or about 44 percent.

Land Use Plan Implementation

The recommended land use plan provides a design for the attainment of the urban and rural development and open space preservation objectives contained in the plan. However, the plan is not complete until the means to implement the plan, that is, to convert the plan into action policies and programs, are specified. The various actions required to implement the plan were described in the final section of Chapter X of this report. The most important plan implementation actions pertaining to the urban development areas, rural development areas, environmentally sensitive areas, and prime agricultural areas envisioned under the plan are summarized below.

Land Use Plan Implementation for Urban Development Areas: One of the initial steps recommended for implementation of the County land use plan as it pertains to the proposed urban development areas is the preparation of detailed development and redevelopment plans for the residential neighborhoods and special-purpose districts which comprise the proposed urban service areas. Within the context of the County plan, detailed development plans should be prepared for each neighborhood or special-purpose district in which significant growth or change is expected. Zoning regulations should be reviewed and adjusted, as necessary, to ensure the proper staging of development over time. In this respect, the application of urban zoning districts should proceed incrementally. The premature

zoning of lands for urban use should be avoided so as to prevent the creation of additional isolated urban enclaves and incomplete neighborhoods. Accordingly, the areas concerned should be placed in zoning districts consistent with their existing use and should be rezoned into appropriate urban districts only when development has been proposed and approved and essential facilities and services can be readily provided.

Land Use Plan Implementation for Rural Development Areas: Recommended plan implementation efforts within the proposed rural development areas similarly include additional local planning efforts to refine and detail the general recommendations of the County land use plan and the adjustment of zoning as necessary to implement the plan, as refined. Planning and zoning should be carried out in such a manner as to preserve rural character. First, new residential development should be limited to an overall density of no more than one dwelling unit per five acres of open land within the planning area. This density is intended to provide a basis for determining the maximum number of additional dwelling units which should be accommodated. The number should be calculated by dividing by five the total acreage within the rural planning area currently in open use, including primary and secondary environmental corridors, isolated natural resource areas, and other open lands to be preserved, but excluding the acreage of major public land holdings and major water bodies.

Second, to the maximum extent practicable, the dwelling units which may be accommodated in accordance with the overall five-acre density should be developed by using residential cluster designs, in which dwelling units are grouped together on a relatively small portion of the site. The residential clusters should be limited in size, surrounded by open space, and, as may be necessary, contain open space. The clustered lots should be no larger than necessary to accommodate the residential structures, driveways, and desired yards, including, as necessary, space for an onsite soil-absorption sewage-disposal system and replacement system area. This can usually be accomplished on lots no greater than one acre in size. The lot size may be reduced when a sewage-collection system is installed and waste treatment provided at a common waste-treatment facility. Such a facility could consist of a large common holding tank or a large common soil-absorption sewage disposal system operated as a public utility. Water supply could also be provided by distribution mains served by a common well operated as a public utility.

Third, to the extent practicable, residential clusters should be located in areas which are visually screened from public roadways, so that existing rural vistas are maintained; should be carefully adjusted to topographic and other natural features, taking full advantage of the settings provided by those features without causing undue disturbance; and should be buffered from nearby agricultural and mineral extraction lands, as appropriate, so as to minimize conflicts between farming or mining and residential uses.

Fourth, other intensive land uses should be limited to uses which are consistent with the rural character of the area or otherwise essential to the area, including, among others, animal hospitals and veterinary clinics, riding stables, and garden shops. In general, office, commercial, industrial, and storage uses and the types of retail and service uses that are provided as a matter of convenience and necessity in urban residential neighborhoods should not be considered appropriate within rural development areas.

Fifth, lands within the rural development areas which are not designated for residential or other compatible intensive use should be retained in general agricultural and other open space use. Potential agricultural uses include traditional farming, hobby farms, and community supported agriculture. Land not used for farming should be kept free of development, except for recreational trail facilities and access facilities for the benefit of those who own an interest in the land.

It should be noted that, in many cases, it will be necessary to revise zoning and subdivision control ordinances to accommodate the recommended residential cluster development designs. Clustering may be accommodated in rural areas through a variety of zoning approaches. Clustering may be permitted by conditional use or by right in a basic district or through an overlay district. In addition, when the concept of the transfer of development rights is used, residential clustering principles can be used on a communitywide basis to achieve better site designs and preserve open space. Subdivision regulations regarding street improvement standards, sewer and water facilities, stormwater management, landscaping, and open space preservation may also need revision to adequately promote and regulate cluster development. Residential cluster zoning provisions should require the use of legal restrictions to ensure the preservation of lands which are to be permanently preserved in agricultural or other open space use.

Land Use Plan Implementation for Prime Agricultural Areas: Areas which have been designated as prime agricultural land should be placed into an exclusive agricultural zoning district, which permits only agricultural and agriculture-related uses. Such a district should provide for a minimum parcel size of 35 acres and prohibit incompatible urban development. No structure or improvement should be permitted unless it is consistent with agricultural use. In general, residences should be limited to those required for the farmer, farm laborers, and parents and children of the farmer. Purchase of development rights programs, programs which involve the use of public or private funding to acquire development rights to privately held lands, thereby ensuring the permanent preservation of such lands in agricultural use, may be used to supplement protective agricultural zoning.

Land Use Plan Implementation for Environmental Corridors: Areas which have been identified as primary environmental corridors, secondary environmental corridors, and isolated natural resource areas occur within both urban and rural development areas and within prime agricultural areas. Environmental corridors and isolated natural resource areas should be placed in one of several zoning districts, depending upon the type and character of the natural resource features to be preserved and protected. All lakes, rivers, streams, wetlands, and associated undeveloped floodlands and shorelands should be placed in lowland conservancy or floodplain protection districts. Upland woodlands and areas of steep slopes should generally be placed in appropriate upland conservancy, rural-density residential, or park and recreation districts. Through proper zoning, residential development should be confined to upland environmental corridors, excluding areas of steep slopes, and should be limited to a density of no more than one dwelling unit per five acres, with provision made as may be appropriate for clustering. Zoning applied to the environmental corridors should, however, accommodate necessary public facilities, such as crossings by streets and highways, utility lines, and engineered flood control facilities, but should require that the location, design, and development of the facilities concerned be sensitive to the protection of the existing resource features, and require that, to the extent possible following construction, disturbed areas be restored to preconstruction conditions.

Other Land Use Plan Implementation Measures: Adoption of local official maps can contribute significantly to the implementation of the recommended County land use plan. Local units of government

should prepare and adopt local official maps pursuant to Section 62.23(6) of the Wisconsin Statutes, showing thereon lands needed for future public use as streets, highways, transit ways, parkways, drainageways, parks and playgrounds. The official map should be amended from time to time to incorporate the additional street and other public land requirements identified in detailed neighborhood unit development plans or rural area development plans, as those plans are prepared over time.

Land subdivision ordinances should be adopted by the County and local units of government as a basis for the review and approval of subdivision plats and certified survey maps. Any proposed departure from adopted land use plans should be carefully considered and approved only if such departures are found to be in the public interest. It should be noted that the existing Waukesha County subdivision control ordinance applies only to the statutory shorelands within the unincorporated area of the County. The plan recommends that the County strengthen its ability properly to review proposed land divisions throughout the County, building on the County land division approval authority provided by State law in the unincorporated territory of the County and the land division objection authority provided by State law in the incorporated territory of the County. The objection authority extends to any conflicts with park, parkway, major highway, airport, drainageways, schools, or other planned public developments. A uniform County-wide approach could be accomplished by enacting a comprehensive land division ordinance providing appropriate guidelines and standards for use by the County when exercising both its approval and its objection authorities. With such an ordinance in place, the County would be able to strengthen plan implementation efforts, particularly in those cases where the County and towns are not able to adjust existing zoning in accordance with the plan.

HOUSING PLAN

While there has been substantial growth in the housing stock in the County over the past several decades, there is nevertheless a shortage of affordable housing. That shortage limits the opportunity of workers to live in the County, where continued economic growth is dependent in part upon the continued growth in the resident labor force; necessitates longer work trips for those unable to secure housing near their place of work; and results in physical and economic hardship for certain households. The housing element of the County development plan is intended to guide the County and local

units of government and the private sector in efforts to increase the supply of affordable housing.

Affordable Housing Allocation Strategy

A key component of the housing plan element is an affordable housing allocation strategy which indicates the total number of affordable housing units that should be provided within the County during the period from 1990 to 2010 and recommends a geographic distribution of those housing units within the County. Underlying the affordable housing allocation strategy is the principle that areas which provide a full range of employment opportunities should provide a full range of housing opportunities. The proposed allocations should not be considered quotas; rather, they should be considered as targets indicating the scale of effort in the provision of affordable housing that is warranted by historical and anticipated future job growth. The allocation strategy is thus intended to serve as a guide for concerted efforts on the part of the public and private sectors to ensure the provision of affordable housing commensurate with job growth.

The allocation strategy recommends the provision of a total of about 11,300 affordable housing units within the County between 1990 and 2010. Of that overall goal, about 1,900 housing units, or 17 percent, relate to, and are intended to eliminate, existing substandard and overcrowded housing conditions in the County. The other 9,400 units, or 83 percent of the overall goal, relate directly to the expanding employment opportunities within the County. Specifically, about 6,500 units relate to an existing shortage of affordable housing for persons who already work in the County but cannot afford to live in the County and about 2,900 units relate to the additional housing need attendant to employment growth anticipated between 1990 and 2010.

The housing allocation strategy recommends the geographic distribution of the required affordable housing among nine planning analysis areas in the County, each consisting of a community or group of contiguous communities. Each such area was assigned a share of the overall affordable housing goal for the County in direct relation to the incidence of substandard and overcrowded housing conditions in the area, the area's current employment level, and anticipated future employment growth in the area. The allocation strategy also took into account past efforts in the provision of affordable housing in each area, reducing or increasing the recommended goal in accordance with previous efforts. Among the nine planning analysis